

Safety Addendum to the Regional Transportation Plan

NEW YORK METROPOLITAN TRANSPORTATION COUNCIL
Final Draft for Adoption

PROGRAM, FINANCE, AND ADMINISTRATION COMMITTEE (PFAC)

RESOLUTION #558

SAFETY ADDENDUM TO THE FEDERAL FISCAL YEARS (FFYs) 2022-2050 REGIONAL TRANSPORTATION PLAN

WHEREAS, the New York Metropolitan Transportation Council (NYMTC) is a regional council of governments which is the metropolitan planning organization (MPO) for New York City, Long Island and the lower Hudson Valley; and

WHEREAS, pursuant to 23 CFR 450.324, NYMTC is responsible for the development of a Regional Transportation Plan for New York City, Long Island and the lower Hudson Valley; and

WHEREAS, NYMTC's current FFYs 2022-2050 Plan, entitled *Moving Forward*, was adopted by the Council on September 9, 2021, having addressed all federal planning requirements set forth in 23 CFR 450.324; and

WHEREAS, the federal Infrastructure Investment and Jobs Act established a number of new discretionary grant programs, including the Safe Streets and Roads for All (SS4A) program; and

WHEREAS, as described in the FFY 2022 Notice of Funding Opportunity (NOFO) for the SS4A Discretionary Grant Opportunity, the purpose of the SS4A program is "to improve roadway safety by significantly reducing or eliminating roadway fatalities and serious injuries through safety action plan development and implementation focused on all users, including pedestrians, bicyclists, public transportation users, motorists, personal conveyance and micro-mobility users, and commercial vehicle operators"; and

WHEREAS, as further described in the FFY 2022 NOFO, "A comprehensive safety action plan (referred to as an Action Plan) is aimed at preventing roadway fatalities and serious injuries in a locality or region or on Tribal land. This can be either a plan developed with a Planning and Demonstration Grant, or a previously developed plan that is substantially similar and meets the eligibility requirements"; and

WHEREAS, applicants must have an existing Safety Action Plan to apply for SS4A Implementation Grants or have an existing plan that is substantially similar and meets the eligibility requirements of an Action Plan; and

WHEREAS, the relevant sections of *Moving Forward* were evaluated to determine whether they are "substantially similar" to a Safety Action Plan. Although many of the conditions for a Safety Action Plan were met in *Moving Forward*, the evaluation determined that some enhancement was necessary; and

WHEREAS, the attached Safety addendum contains the enhancements needed and serves as an addendum to the applicable sections of *Moving Forward*. With this supplement, *Moving Forward* will comprise a comprehensive safety action plan aimed at preventing roadway fatalities and serious injuries in a locality, Tribe, or region.

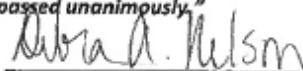
NOW, THEREFORE, BE IT RESOLVED, that PFAC amends *Moving Forward* to include the attached Safety addendum and

BE IT FURTHER RESOLVED, that in doing so, PFAC adopts the performance goal and timeframe contained in the Safety addendum.

This resolution shall take effect on the twentieth day of April, two thousand and twenty-three.

ADOPTED: April 20, 2023

"I hereby certify that the above is a true copy of Resolution #558, Safety Addendum to the Federal Fiscal Years 2022-2050 Regional Transportation Plan, and was motioned by Patrick Gerdin, representing the Mid-Hudson South Transportation Coordinating Committee, and seconded by David Viana, representing the Nassau/Suffolk Transportation Coordinating Committee. This Resolution was adopted and passed unanimously."



Debra Nelson, PFAC Chair

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Purpose of the Safety Addendum

As described in the Federal Fiscal Year (FFY) 2022 Notice of Funding Opportunity (NOFO) for the Safe Streets and Roads for All (SS4A) Discretionary Grant Opportunity¹, “A comprehensive safety action plan (referred to as Action Plan) is aimed at preventing roadway fatalities and serious injuries in a locality, Tribe, or region. This can either be a plan developed with an Action Plan Grant, or a previously developed plan that is substantially similar and meets the eligibility requirements (e.g., a Vision Zero plan or similar plan).”

Using the Eligibility Worksheet contained in the NOFO, NYMTC staff evaluated the relevant sections of NYMTC’s current Regional Transportation Plan, *Moving Forward*,² to determine whether this Regional Transportation Plan “is substantially similar” to a Safety Action Plan. Although many of the conditions for a Safety Action Plan were met by *Moving Forward*, the evaluation determined that some enhancement was necessary. NYC DOT’s Vision Zero documentation³ has been judged sufficient as a Safety Action Plan for New York City.

This Safety Addendum contains the enhancements needed to the existing applicable sections of *Moving Forward*. With this addendum, *Moving Forward* comprises a comprehensive safety action plan aimed at preventing roadway fatalities and serious injuries in a locality, Tribe, or region, consistent with the NOFO.

Purpose of the SS4A Grants

The purpose of SS4A grants is “to improve roadway safety by significantly reducing or eliminating roadway fatalities and serious injuries through safety action plan development and implementation focused on all users, including pedestrians, bicyclists, public transportation users, motorists, personal conveyance and micromobility users, and commercial vehicle operators.” Further, “the program provides funding to develop the tools to help strengthen a community’s approach to roadway safety and save lives and is designed to meet the needs of diverse local, Tribal, and regional communities that differ dramatically in size, location, and experience administering Federal funding.”⁴

The SS4A program provides funding for two types of grants: Action Plan Grants (for comprehensive safety action plans) and Implementation Grants.

SS4A Implementation Grants

Implementation Grants fund projects and strategies identified in a Safety Action Plan that address roadway safety problems. Applicants must have an existing Safety Action Plan to apply

¹ <https://www.transportation.gov/sites/dot.gov/files/2022-08/SS4A-NOFO-FY22-Amendment-1.pdf>

² <https://nymtcmovingforward.org/>

³ <https://www.nyc.gov/content/visionzero/pages/library>

for Implementation Grants or have an existing plan that is substantially similar and meets the eligibility requirements of an Action Plan.

As previously noted, this Safety Addendum enhances the relevant sections of *Moving Forward* to provide an overarching safety action plan for the NYMTC member agencies, thus enabling them to be eligible for SS4A Implementation Grants.

Components of the Safety Addendum

This Safety Addendum is presented in the format consistent with the guidance provided in the FFY 2022 NOFO for the SS4A Discretionary Grant Opportunity and includes the components of an action plan specified in the NOFO. The order of the Addendum follows the order presented in Table 1 of the NOFO.

Leadership Commitment and Goal Setting

NYMTC leadership is committed to an eventual goal of zero roadway fatalities and serious injuries, as evident by the NYMTC adoption of Resolution #558 on April 20, 2023. That resolution appears in Appendix A. The resolution amends *Moving Forward* with this Addendum and commits to a timeline for a 20% decrease in roadway fatalities and serious injuries in the NYMTC planning area over the first ten years of *Moving Forward*.

Planning Structure

This Safety Addendum was developed under the guidance of NYMTC's Safety Advisory Working Group (SAWG), which was created to facilitate interagency discussion, exchange information, address safety, and advise its members on issues dealing with transportation safety.

This Safety Addendum has been adopted by NYMTC as an amendment to *Moving Forward* in order to establish an overarching Safety Action Plan for NYMTC member agencies that do not have an agency-specific safety action plan. NYMTC's organizational structure is described in Section 2.1 of Chapter 2 in *Moving Forward*, NYMTC's current FFYs 2022-2050 Regional Transportation Plan. A link to Chapter 2 follows:

https://www.nymtc.org/movingforward/pdfs/chapter_02.pdf

Safety Analysis

An analysis of existing conditions and historical trends of crashes involving fatalities and serious injuries in the NYMTC planning area is included in Section 4.2.3 of *Moving Forward's* Chapter 4, where particular attention is placed on recent trends, current conditions, and existing initiatives. Crashes happen in various locations across the region, and there are many contributing factors that determine the crash types, locations, and severity. There are also various safety needs for the region relevant to different road users and transportation modes. These topics are all covered in Section 4.2.3 of *Moving Forward's* Chapter 4. A link to Chapter 4 follows: https://www.nymtc.org/movingforward/pdfs/chapter_04.pdf

In addition to the analyses in *Moving Forward*, a supplemental analysis for geospatial identification of higher-risk locations using New York State DOT's Crash Location & Engineering Analysis & Reporting (CLEAR) system is presented below. CLEAR data was also used to identify and graph the most common fatal crash types for the NYMTC planning area.

Figure 1

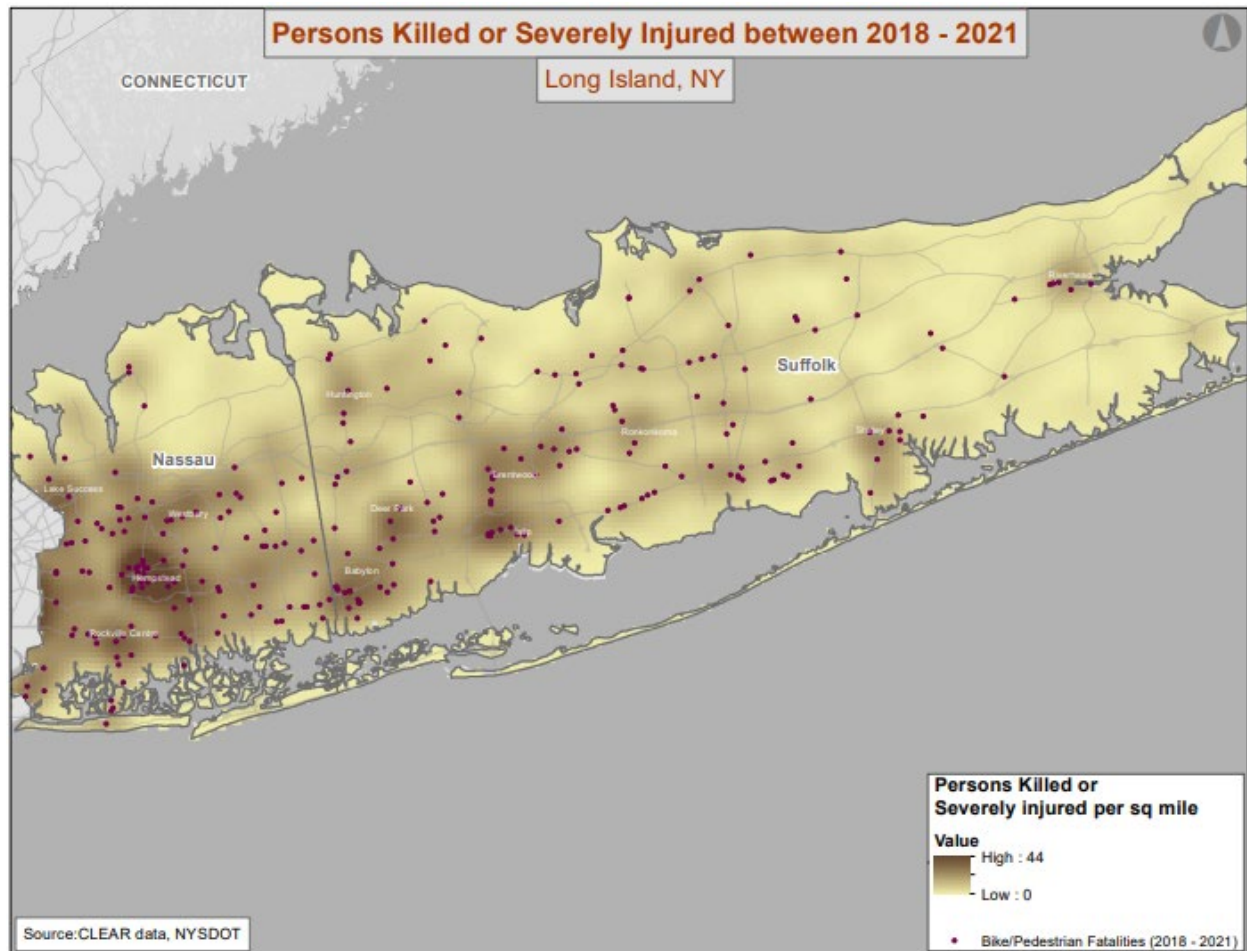


Figure 1

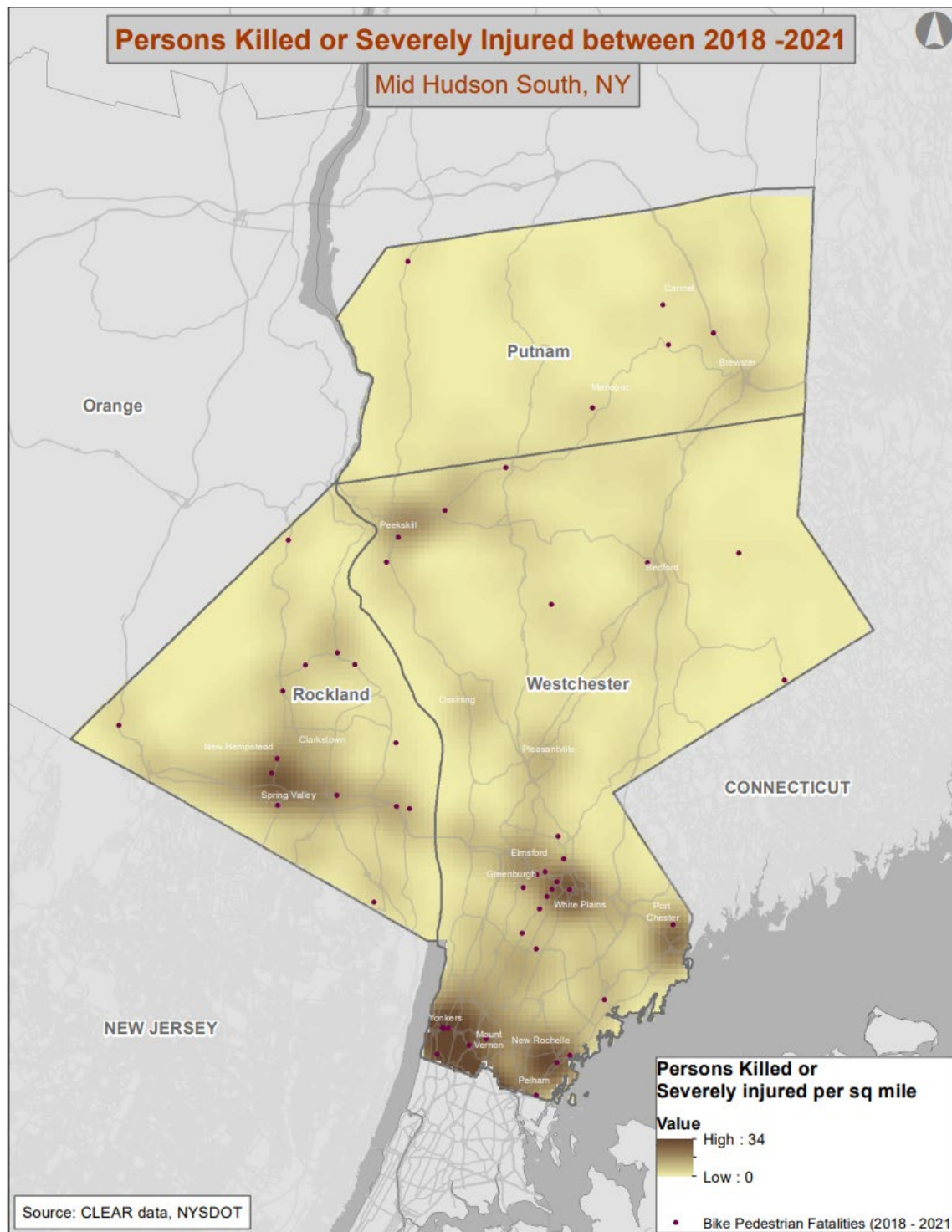


Figure 2

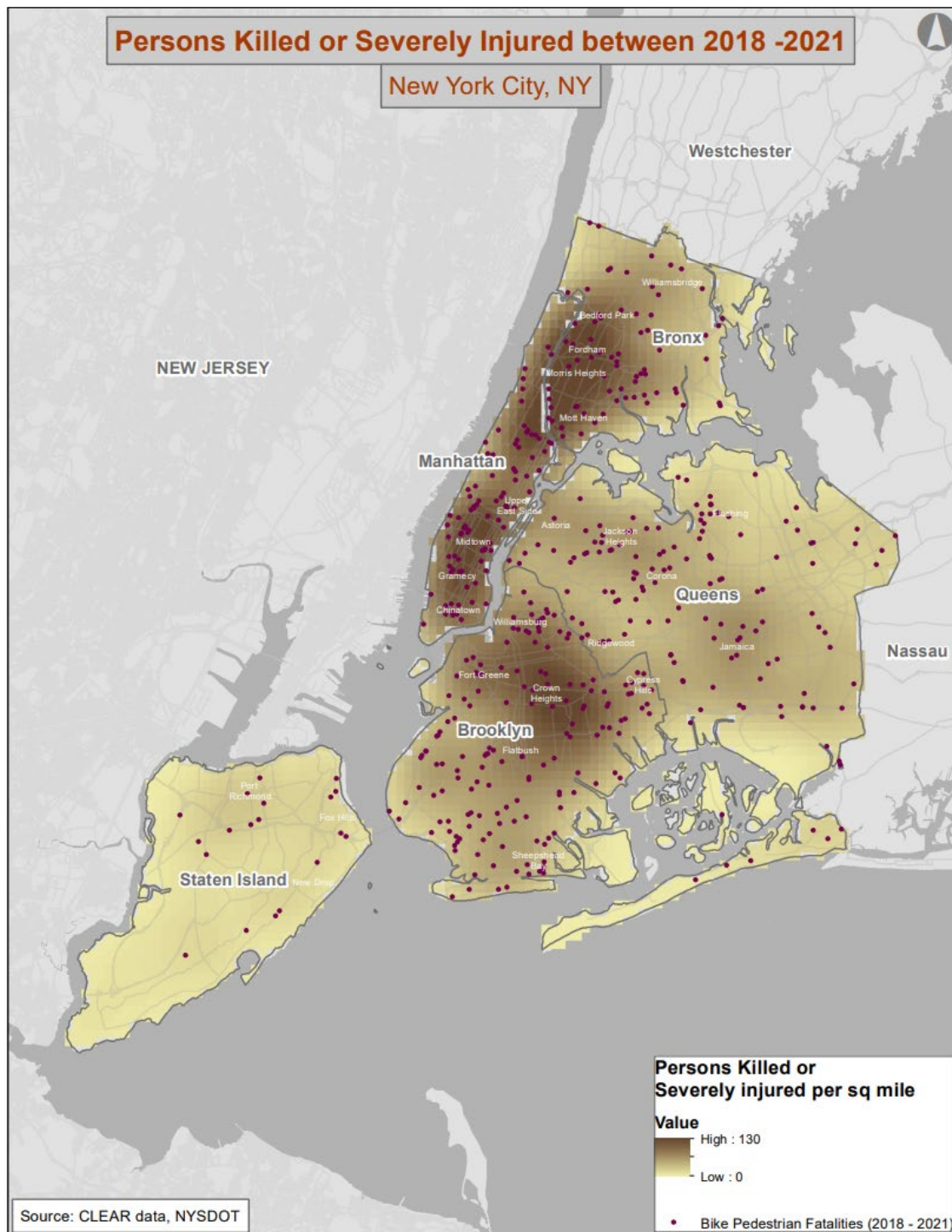
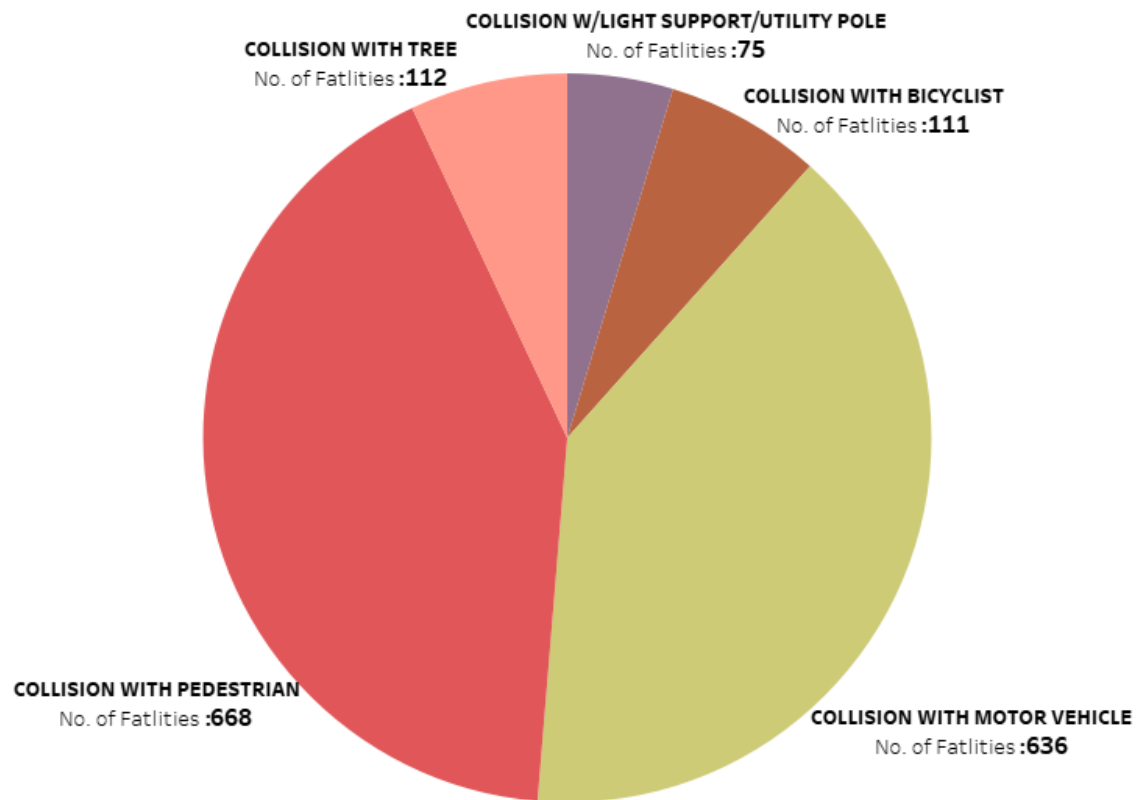


Figure 3

Most Frequent Fatal Crash Types involving Motor Vehicles (2018 – 2021)

NYMTC 10-county planning area



Source: CLEAR data, NYSDOT

Data from the Institute for Traffic Safety Management and Research (ITSMR) was used to identify the frequency and severity of crash-related deaths and injuries for each of the counties that make up NYMTC's planning area.

Tables 1 & 2

Total persons Killed or Severely Injured per million vehicle miles travelled (VMT)

County	2016	2017	2018	2019	2020	2021
Kings	78.322	68.842	76.573	89.319	104.642	92.183
New York	72.022	67.607	71.278	82.332	97.557	85.652
Bronx	66.415	63.185	59.703	83.414	108.752	83.841
Queens	45.538	45.246	40.168	47.808	56.046	38.884
Richmond	30.811	30.567	29.817	40.830	36.900	30.647
Nassau	35.270	31.683	30.886	30.258	30.626	31.768
Suffolk	33.657	31.449	29.650	26.333	26.018	29.303
Rockland	26.323	30.438	27.853	28.956	30.175	30.074
Putnam	24.639	29.446	29.368	25.235	30.824	28.132
Westchester	24.382	24.421	25.580	24.248	28.278	30.587

KSI by VMT



Source: ITSMR

Total persons Killed per million vehicle miles travelled (VMT)

County	2016	2017	2018	2019	2020	2021
Kings	3.973	4.181	4.395	5.495	5.659	7.050
Bronx	5.442	4.234	4.009	2.902	7.079	5.613
New York	5.540	4.402	3.155	4.358	4.248	6.274
Suffolk	3.804	3.329	3.599	3.025	3.444	4.255
Queens	3.004	2.957	3.335	3.209	4.755	3.236
Nassau	3.055	3.095	2.446	2.820	3.603	3.436
Richmond	3.252	2.391	1.235	1.372	1.845	2.081
Rockland	1.508	2.300	1.480	1.868	2.610	2.325
Westchester	1.658	1.518	1.169	1.370	2.459	2.130
Putnam	1.202	2.061	1.187	1.761	1.792	1.963

Persons killed by VMT



Source: ITSMR

New York City's 2019 Vision Zero Borough Pedestrian Safety Action Plan Update also identifies corridors, intersections, and areas to be prioritized for safety interventions based on existing and historical pedestrian Killed or Severely Injured (KSI) data for the five New York City boroughs.

A link to the Update follows: <https://www.nyc.gov/html/dot/downloads/pdf/vz-2019-update-city-hall.pdf>

The methodology for identifying priority locations, an analysis of locations that have received treatment, and lists of priority corridors and intersections can be found in the Appendix of the update document. An analysis of road safety treatments evaluated using crash data to demonstrate their effectiveness and drive their deployment to address high risk road features can be found in the Vision Zero Innovations section starting from page 6 of the 2019 Pedestrian Safety Action Plan Update. The update also includes geospatial identification of high-risk locations using the NYSDOT/New York State Department of Motor Vehicles Accident Database and the NYSDOT/New York Police Department Reconciled Fatality Database.

Analyses identifying types of fatal crashes by mode and contributing factors such as daylight and seasonal changes can be found in New York City's Vision Zero Year Seven Report on pages 12 and 13. The Year Seven Report also discusses the comprehensive analyses of factors influencing crashes and different crash types on pages 34 and 35, with links to the New York City Department of Transportation (NYC DOT) reports that dive into those analyses in more detail. A link to the Year Seven Report follows:

<https://www1.nyc.gov/assets/visionzero/downloads/pdf/vision-zero-year-7-report.pdf>

Engagement and Collaboration

NYMTC considers public involvement an integral part of its regional planning process. Engagement with the public and relevant stakeholders, including government agencies and organizations, was critical to the development of *Moving Forward*, which forms the basis of the Safety Action Plan. NYMTC's current Public Involvement Plan, adopted in September 2022, and Overall Public Participation Procedures guide the involvement process and include specific steps and measures to involve stakeholders and ensure that future transportation investments reflect the needs, interests, and concerns of those who are most affected. A link to the Public Involvement Plan follows:

https://www.nymtc.org/Portals/0/Pdf/PIP/PIP%202022/NYMTC_PIP2022_ADOPTED.pdf?ver=tWIMhbhhhyWO4TXXucSaG5A%3d%3d

The Overall Public Participation Procedures can be found on page 131 of the Public Involvement Plan.

New York City's Vision Zero Action Plan was also developed using various means of public engagement. This public dialogue has been undertaken from the ground up with engagement and education in communities across the five boroughs. A description of the Vision Zero's Street Ambassador Program can be found on page 100 of the New York City 2019 Vision Zero Borough Pedestrian Safety Action Plans Update.

(<https://www.nyc.gov/html/dot/downloads/pdf/vz-2019-update-city-hall.pdf>)

Public engagement is also described in New York City's Vision Zero Year Seven Report in the "Year 1 - Today: Engagement" section on page 78. The Year Seven Report also details the multi-agency Vision Zero Task Force and its working groups focused on data, marketing, fleets, and micromobility. A description of the task force can be found on page 14 of the report, and a listing of its members on pages 126-127.

(<https://www1.nyc.gov/assets/visionzero/downloads/pdf/vision-zero-year-7-report.pdf>)

Equity Considerations

Consistent and compliant with federal mandates, NYMTC is committed to the importance of incorporating principles of non-discrimination and environmental justice into all aspects of the transportation planning process. These mandates require that recipients of federal aid, including metropolitan planning organizations (MPOs), comply with the policies set forth in Title VI of the Civil Rights Act of 1964 and Environmental Justice directives that address the disproportionately high and adverse human health or environmental effects on minority and low-income populations.

To fulfill these requirements, NYMTC has adopted a Title VI/Non-Discrimination Program and undertakes an Environmental Justice (EJ) & Title VI Assessment of each Regional Transportation Plan. The current EJ & Title VI Assessment is Appendix D of *Moving Forward*

(https://www.nymtc.org/movingforward/pdfs/app_d.pdf)

The EJ & Title VI Assessment reviews both the process of developing *Moving Forward* and its planning outcomes in the context of the Title VI/Non-Discrimination Program and the federal statutes, regulations, and executive orders cited in the Title VI/Non-Discrimination Program. The EJ & Title VI Assessment is organized in two sections:

- Section 1 describes the regional data used to identify communities of concern (COC) and the public involvement strategies used to reach out to these traditionally underserved communities for input into the Regional Transportation Plan.
- Section 2 assesses the outcomes of *Moving Forward* in terms of project selection and program definition.

New York City's Vision Zero Action Plan also includes equity considerations, recognizing that the burdens of crashes fall more on historically disinvested low-income communities of color. Page 16 of New York City's Vision Zero Year Seven Report describes how equity is considered in their Action Plan. (<https://www1.nyc.gov/assets/visionzero/downloads/pdf/vision-zero-year-7-report.pdf>)

Policy and Process Changes

As part of the Regional Transportation Plan development process, NYMTC reviewed current policies, guidelines and plans, and made recommendations for various strategies and policies to improve safety in the region. Existing initiatives and planning process recommendations can be found in sections 4.2.3 and 4.2.4, respectively, of Chapter 4 of *Moving Forward*

(https://www.nymtc.org/movingforward/pdfs/chapter_04.pdf)

New York City's 2019 Vision Zero Borough Pedestrian Safety Action Plan Update assessed the progress of their initial plan and actions in the section "2015 Vision Zero Borough Action Plan Results," which begins on page 94. Assessing these results helped inform some program expansions and modifications. (<https://www.nyc.gov/html/dot/downloads/pdf/vz-2019-update-city-hall.pdf>)

New York City's Vision Zero Year Seven Report assesses city-level laws related to Vision Zero Task Force work since 2014 and lists new policy initiatives for Year Eight and beyond for each of the seven departments and agencies that are part of Vision Zero. The discussion on legislation can be found in the "Vision Zero: Legislation" section beginning on page 101 and "Vision Zero Year Eight and Beyond Policy Initiatives" can be found on pages 104-105 of the Year Seven Report (<https://www1.nyc.gov/assets/visionzero/downloads/pdf/vision-zero-year-7-report.pdf>)

Strategy and Project Selections

Criteria for Project Selection

The overall framework for NYMTC member agency project selection can be found in *Moving Forward's* Safety & Security vision goal module. Section 4.2.1 of Chapter 4 describes the vision goal while Section 4.2.2 identifies five objectives for the goal. Taken together, the vision goal and its objectives, in conjunction with the guiding principles which are part of the Regional Transportation Plan's Shared Vision for Regional Mobility, as described in *Moving Forward's* first chapter, form the strategic framework for recommended strategies and actions, as well as a basis for the selection and programming of safety projects and programs.

(https://www.nymtc.org/movingforward/pdfs/chapter_04.pdf)

In addition, our safety projects and strategies support our Environmental Impact Reduction (Section 4.5 on page 154), Resiliency (Section 4.6 on page 167), and Reliable and Easy Travel (Section 4.3 on page 131) goals outlined in their respective sections of Chapter 4 of the LRTP. Our approach to roadway safety is also aligned with the principles outlined USDOT's Safe System Approach, which are:

- Death and Serious Injuries are Unacceptable
- Humans Make Mistakes
- Humans Are Vulnerable
- Safety is Proactive
- Redundancy is Crucial

Short-Term Actions

A list of recommended strategies and actions to address safety problems and issues can be found in Section 4.2.4 of Chapter 4 of *Moving Forward*.

(https://www.nymtc.org/movingforward/pdfs/chapter_04.pdf)

The “Action Plan” section of the New York City 2019 Vision Zero Borough Pedestrian Safety Action Plan Update discusses the implementation of new and continuing projects, shaped by data, to address safety problems. Many of these projects and programs include timeframes or expected start or completion dates. The section begins on page 118 of the 2019 Vision Zero Borough Pedestrian Safety Action Plan Update. The methodology for identifying the locations where projects would be prioritized is described in the Appendix of the 2019 Update. (<https://www.nyc.gov/html/dot/downloads/pdf/vz-2019-update-city-hall.pdf>)

Medium-Term Projects

Safety considerations permeate all aspects of NYMTC’s program building and implementation; from project selection to project design/equipment specification and to the funding of safety-related programs. The FFYs 2023-2027 Transportation Improvement Program (TIP) includes projects programmed with Highway Safety Improvement Program (HSIP) funds and other fund sources that are expected to materially benefit the safety of the traveling public on roadways throughout the metropolitan planning area and to support the achievement of New York State’s safety performance targets.

Projects selected for HSIP funding are reviewed and approved by the NYSDOT traffic and safety engineers in each sub-regional portion of NYMTC’s planning area. Projects chosen as part of statewide HSIP solicitations support safety-specific projects that direct safety funds where they are most needed by targeting locations, corridors, or areas demonstrating an advantageous benefit-cost ratio to reduce fatal and severe injury crashes. Funding has been awarded based on an evaluation of project proposals to maximize investment in the most cost-effective safety projects. Successful proposals are consistent with the strategies and emphasis areas identified in *Moving Forward* and the Strategic Highway Safety Plan (SHSP).

The FFYs 2023-2027 TIP programs \$231.851 million in HSIP funds for projects throughout the NYMTC planning area over its five fiscal years. NYMTC anticipates that the implementation of these projects will contribute to the progress made toward the statewide safety performance targets. Medium-term programmed projects appear in NYMTC’s TIP: [AdoptedTIP_FFY23-27_101322v2.pdf \(nymtc.org\)](#)

Longer-Term Projects and Programs

A comprehensive list of longer-term planned transportation projects, programs, and studies can be found in Appendix A of *Moving Forward*: (<https://www.nyc.gov/html/dot/downloads/pdf/vz-2019-update-city-hall.pdf>)

The maps and lists in the appendix include all recommended roadway, transit, non-motorized and freight projects, programs, and studies by county/borough, with accompanying tables identifying classifications, categories, and work types, where applicable. Some of these items take place in multiple counties/boroughs. Projects that cannot be spatially located are marked

in the lists with an asterisk. These projects, programs and studies are listed as programmed in the fiscally constrained Plan or identified as speculative “vision” items. Taken together, these projects, programs and studies provide longer-range guidance for addressing safety issues in the longer-term.

Progress and Transparency

This Safety Addendum has been publicly adopted as an amendment to *Moving Forward* and is posted on the NYMTC website, along with the *Moving Forward* documentation. The performance metrics defined in Section 4.2.5 of Chapter 4 of NYMTC’s *Moving Forward* are used in assessing progress over time toward safety goals and objectives, including outcome data. https://www.nymtc.org/movingforward/pdfs/chapter_04.pdf

Progress toward reducing roadway fatalities and serious injuries monitored and reported in *Moving Forward*’s System Performance Report and the current TIP’s Appendix A. Highway Safety Performance details and Transit Safety Performance details can be found in Sections 3.2.1 and 3.2.5, respectively. https://www.nymtc.org/movingforward/pdfs/chapter_03.pdf The TIP Assessment is in Appendix A of the current TIP ([AdoptedTIP FFY23-27 101322v2.pdf \(nymtc.org\)](#)).

New York City’s Vision Zero Year Seven Report’s “Year 1 - Today: Statistics and Metrics” section, starting on page 12, describes the various metrics used to measure progress, devise policies, and direct resources for safety measures.

(<https://www1.nyc.gov/assets/visionzero/downloads/pdf/vision-zero-year-7-report.pdf>)

Reports on progress toward reducing roadway fatalities and serious injuries, like the Year Seven Report, are made annually and are publicly available on the “Library” page of New York City’s Vision Zero website. Safety Action Plans, data briefs, and reports on safety topics (such as cycling and drinking behaviors) are also publicly posted on the same webpage. A link to the “Library” page of New York City’s Vision Zero website follows:

<https://www.nyc.gov/content/visionzero/pages/library>.

Summary

To qualify for Implementation Grants under the FFY 2022 NOFO for the SS4A Discretionary Grant Opportunity, NYMTC member agencies must have a Safety Action Plan or have an existing plan that is substantially similar and meets the eligibility requirements of an Action Plan. This Safety Addendum, together with the relevant sections of *Moving Forward*, comprise a comprehensive safety action plan for the NYMTC member agencies, thus enabling them to be eligible for SS4A Implementation Grants. Additionally, NYC DOT’s Vision Zero documentation has been judged sufficient as a Safety Action Plan for the New York City member agencies.